

Message Text

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ACTION EUR-25

INFO OCT-01 ADP-00 SSO-00 CCO-00 NSCE-00 USIE-00 INRE-00

CIAE-00 PM-09 H-02 INR-09 L-03 NSAE-00 NSC-10 PA-03

RSC-01 PRS-01 SS-14 IO-12 OIC-04 T-03 AEC-11 ACDA-19

OMB-01 RSR-01 /129 W
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FM USMISSION NATO

TO SECSTATE WASHDC IMMEDIATE 9404

SECDEF WASHDC IMMEDIATE

INFO AMEMBASSY HELSINKI

USNMR SHAPE

C O N F I D E N T I A L SECTION 1 OF 2 USNATO 1358

E. O. 11652: GDS, 12-31-79

TAGS: PFOR, PARM

SUBJECT: CSCE: REVISED IS PAPER ON CONFIDENCE- BUILDING MEASURES

HELSINKI FOR USDEL MPT

REF: USNATO 1353

FOLLOWING IS TEXT OF REVISED IS PAPER ON CBM' S WHICH WILL BE
DISCUSSED AT MARCH 20 POLADS MEETING (NOT MARCH 22 AS STATED
REFTEL). WASHINGTON' S COMMENTS ON IS PAPER, WHICH REFLECTS
DISCUSSION IN POLADS DURING RECENT WEEKS, WOULD BE APPRECIATED
FOR MARCH 20 MEETING.

BEGIN TEXT

DRAFT REPORT BY THE POLITICAL COMMITTEE ON THE ILLUSTRATIVE
LISTS OF MILITARY MOVEMENTS AND MANOEUVRES TO BE PROVIDED
BY THE ALLIED COUNTRIES WITHIN THE FRAMEWORK OF THE CSCE

I. INTRODUCTION

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AT ITS MEETING ON 11 TH JANUARY, 1973, THE SENIOR POLITICAL
COMMITTEE REQUESTED THE POLITICAL COMMITTEE TO EXAMINE THE

UNITED STATES' BACKGROUND PAPER ATTACHED AS APPENDIX TO ANNEX I TO C- M(72)82 AND TO REPORT BACK ON ITS CONCLUSIONS. THE AFOREMENTIONED DOCUMENT DRAWS ATTENTION TO THE DIFFICULTIES WHICH COULD ARISE, WITHIN THE BROADER FRAMEWORK OF THE CSCE, IN TRYING TO WORK OUT DEFINITIONS OF MILITARY MOVEMENTS OR MANOEUVRES FOR WHICH ADVANCE NOTIFICATION WOULD BE REQUIRED IN THE CONTEXT OF NEGOTIATING CONFIDENCE- BUILDING MEASURES. IT SUGGESTS WAYS OF OVERCOMING THESE DIFFICULTIES WITHOUT BEING DRAWN INTO DISCUSSIONS ON DETAILED ASPECTS OF ALLIED MILITARY ACTIVITIES.

2. AT A SERIES OF MEETINGS HELD BETWEEN 23 RD JANUARY AND 1973, THE POLITICAL COMMITTEE, WITH THE CO- OPERATION OF MILITARY COMMITTEE REPRESENTATIVES, DISCUSSED THE UNITED STATES' DOCUMENT IN THE LIGHT OF THE COUNCIL' S DECISIONS REGARDING THE CONFIDENCE- BUILDING MEASURES TO BE NEGOTIATED AT THE CSCE. REFERENCE IS MADE IN PARTICULAR (A) SECTION II. A.1(C) OF ANNEX I TO C- M(72)82 WHICH SUGGESTS THAT, TO ILLUSTRATE THE KIND OF INFORMATION IT WOULD BE DESIRABLE TO FURNISH TO THE OTHER PARTICIPANTS IN THE CSCE, NATO MEMBERS MIGHT TABLE RECENT ANNUAL LISTS OF THEIR OWN FORCE MOVEMENTS AND MANOEUVRES AND INVITE OTHERS TO DO LIKEWISE; AND (B) TO THE MANDATE ON " CERTAIN MILITARY ASPECTS OF SECURITY" TABLED AT HELSINKI. THE PRESENT REPORT SETS OUT THE CONCLUSIONS REACHED BY THE POLITICAL COMMITTEE IN FULFILMENT OF THE TASK ASSIGNED TO IT (1).

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(1) OWING TO THE LACK OF INSTRUCTIONS FROM HIS AUTHORITIES, THE FRENCH REPRESENTATIVE RESERVED, FOR THE TIME BEING, THE POSITION OF HIS DELEGATION ON THE CONTENT OF THE PRESENT PAPER.
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3. FROM THE ENSUING DISCUSSIONS, IT EMERGED THAT THE OBJECTIVES PURSUED BY NATO ALLIES IN PROPOSING THEIR LISTS COULD BE BETTER ACHIEVED IF THESE LISTS WERE BASEDMN CERTAIN GENERAL CONSIDERATIONS AND THEIR CONTENT REFLECTED COMMON CHARACTERISTICS.

II. GENERAL CONSIDERATIONS
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4. IN DRAWING UP THEIR NATIONAL LISTS AND IN MAKING SELECTIONS FROM THE PAST MAJOR MILITARY MOVEMENTS AND MANOEUVRES IN WHICH THEIR FORCES HAVE TAKEN PART, THE ALLIED COUNTRIES MIGHT BEAR IN MIND THE FOLLOWING CONSIDERATIONS:

- THAT ADVANCE NOTIFICATION OF MILITARY MOVEMENTS AND MANOEUVRES SHOULD HELP TO DISSIPATE CERTAIN AMBIGUITIES WITH RESPECT TO MILITARY ACTIVITIES IN EUROPE;

- THAT WESTERN COUNTRIES WOULD LIKE TO RECEIVE FROM THE OTHER SIDE COMPARABLE DOCUMENTS CONTAINING THE SAME KIND OF INFORMATION AS THEIR OWN LISTS;

- THAT ATTENTION SHOULD BE GIVEN TO THE FACT THAT " MOVEMENTS AND MANOEUVRES" SHOULD BE INTERPRETED AS CONVEYING A GENERAL DESCRIPTIVE CONCEPT, NOT AS AN ATTEMPT TO DRAW ABSOLUTE DISTINCTIONS. (IN GENERAL A MOVEMENT NEED NOT BE A MANOEUVRE, BUT ANY MANOEUVRE IMPLIES MOVEMENT OF FORCES);

- THAT SIGNIFICANT POLITICAL CONSEQUENCES MAY ARISE FROM UNNOTIFIED OR MISUNDERSTOOD MOVEMENTS OF FORCES;

- THAT THE SUGGESTED LISTS SHOULD BE KEPT STRICTLY IN A CSCE CONTEXT AVOIDING POSSIBLE CONFUSION WITH COLLATERAL CONSTRAINTS IN MBFR; (1)

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(1) FOR EXAMPLE, IT HAS BEEN POINTED OUT THAT THE MOVEMENTS OF THE TROOPS WHICH WILL BE WITHDRAWN FROM CENTRAL EUROPE AS A RESULT OF MBFR AND BE REDEPLOYED IN THE USSR SHOULD BE SUBJECT TO MEASURES MUCH STRICTER THAN THEIR ADVANCE NOTIFICATION.
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- THAT, WHILE THERE SHOULD BE NO FORMAL REQUIREMENT TO INVITE OBSERVERS TO EVERY MOVEMENT AND MANOEUVRE LISTED, THE ALLIES WHO WISHED TO DO SO COULD INDICATE THOSE MOVEMENTS AND MANOEUVRES TO WHICH THEY WOULD BE WILLING TO INVITE OBSERVERS.

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III. FEATURES OF THE LISTS OF MAJOR MILITARY MOVEMENTS
AND MANOEUVRES (1)

5. IN INITIATING DISCUSSIONS WITH THE WARSAW PACT ON THE SUBJECT OF PAST MILITARY MANOEUVRES WHICH HAVE BEEN OR COULD HAVE BEEN NOTIFIED, ALLIED GOVERNMENTS WOULD WISH TO AVOID ANY APPEARANCE OF A BLOC- TO- BLOC APPROACH. IT APPEARS THEREFORE NECESSARY THAT THE LISTS TO BE SUBMITTED AT THE CSCE BE ELABORATED AND TABLED ON A STRICTLY NATIONAL BASIS. THIS SHOULD NOT HOWEVER PREVENT ALLIED COUNTRIES FROM INCLUDING MULTI- NATIONAL MANOEUVRES, BUT THEY SHOULD FOCUS ON THEIR PARTICIPATION AS INDIVIDUAL STATES RATHER THAN AS MEMBERS OF AN ALLIANCE.

6. THESE LISTS SHOULD INCLUDE THOSE MAJOR MOVEMENTS AND MANOEUVRES, WHETHER NATIONAL, BILATERAL OR MULTI- NATIONAL, IN WHICH ALLIED FORCES HAVE PARTICIPATED IN EUROPE DURING THE PREVIOUS CALENDAR YEAR. IT WOULD ALSO APPEAR NECESSARY TO INCLUDE IN THESE LISTS ONLY MOVEMENTS AND MANOEUVRES IN WHICH THE UNITS MENTIONED ACTUALLY PARTICIPATED ACTIVELY THUS EXCLUDING COMMAND POST TYPE EXERCISES. FURTHERMORE, SINCE THE LISTS ARE MAINLY DESIGNED FOR NEGOTIATING PURPOSES AND CONFIDENTIAL

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ARE ILLUSTRATIVE IN NATURE, THEY NEED NOT BE COMPREHENSIVE

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(1) (THE COMMITTEE ALSO ADDRESSED ITSELF TO THE DEFINITION OF THE TERMS " MOVEMENTS", " MANOEUVRES" AND " EXERCISES". IT WAS POINTED OUT THAT IT IS A MISTAKE TO USE THE WORDS " MANOEUVRES" AND " EXERCISES" AS IF THEY WERE INTERCHANGEABLE, SINCE ALL MANOEUVRES ARE EXERCISES BUT NOT ALL EXERCISES ARE MANOEUVRES. NOR SHOULD THE WORDS " MANOEUVRES" AND " EXERCISES" BE USED AS INCLUDING " MOVEMENTS". THE COMMITTEE AGREED WITH C- M(72)54, WHICH SPEAKS OF " PRIOR ANNOUNCEMENT OF MAJOR MILITARY MOVEMENTS AND MANOEUVRES" (WITHOUT ADDING EXERCISES) AND OF " EXCHANGE OF OBSERVERS AT MANOEUVRES" (WITHOUT ADDING " MOVEMENTS").)

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OR DETAILED. IN PRINCIPLE THEY COULD INCLUDE GROUND, AIR AND NAVAL MOVEMENTS AND MANOEUVRES, AS WELL AS COMBINED OPERATIONS. IN ACTUAL FACT, LARGE- SCALE MANOEUVRES INVOLVE ALL CATEGORIES OF FORCES AND THEREFORE THE AIR AND NAVAL COMPONENTS CANNOT BE IGNORED. ON THE OTHER HAND, THERE MIGHT BE SOME MOVEMENTS AND MANOEUVRES OF PARTICULARLY SENSITIVE CHARACTER WHICH, FOR SECURITY REASONS ARE NOT SUITABLE FOR ADVANCE NOTIFICATION. TO THIS LATTER CATEGORY BELONG, AMONG OTHERS, THOSE INVOLVING NUCLEAR SYSTEMS.

7. THE COMMITTEE ALSO DISCUSSED THE POSSIBILITY THAT NATO COUNTRIES THEMSELVES PRESENT AN UP- TO- DATE LIST OF RECENT

WARSAW PACT COUNTRIES' MILITARY MANOEUVRES SHOULD THE LATTER BALK AT THE IDEA OF SUBMITTING THEIR OWN LIST TO THE CSCE. IT WAS RECOGNISED THAT WHILE SUCH AN INITIATIVE MAY IN SOME CASES HAVE INTELLIGENCE IMPLICATIONS THIS RISK COULD BE CLEARLY AVOIDED IF THE LISTS CONTAINED ONLY THOSE RECENT WP MOVEMENTS AND MANOEUVRES WHICH HAVE BEEN ANNOUNCED.

IV. INFORMATION ON MILITARY MOVEMENTS OR MANOEUVRES

8. AMONG THE FOREMOST ITEMS OF INFORMATION WHICH THE LISTS SHOULD PRODUCE WOULD BE THE MAGNITUDE OF THE FORCES BROUGHT INTO PLAY IN EACH EXERCISE. ALLIED COUNTRIES AGREED THAT ONLY MAJOR FORCE MOVEMENTS WOULD REQUIRE PRIOR NOTIFICATION. THERE IS NO SINGLE DEFINITION OF " MAJOR" WHEN APPLIED TO MOVEMENT OF FORCES OR MANOEUVRES SINCE THIS DEPENDS ON A NUMBER OF CONCOMITTANT FACTORS SUCH AS THE TYPE OF THE MOVEMENT,
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ITS LOCATION, ITS MAGNITUDE INCLUDING THE TYPE OF MATERIAL MOVED, ITS DIRECTION, THE EXISTING POLITICAL SITUATION IN THE AREA ETC. HOWEVER, FOR INTERNAL GUIDANCE IN THE PREPARATION OF NATIONAL LISTS, ALLIED COUNTRIES COULD USE AS A YARDSWICK FOR GROUND FORCES' INVOLVEMENT THOSE MOVEMENTS AND MANOEUVRES WHOSE COMBINED STRENGTH EQUALS OR EXCEEDS THE LEVEL OF A DIVISION.

9. AS TO OTHER POSSIBLE INFORMATION THAT THE ALLIES COULD PROVIDE IN LISTING MILITARY MOVEMENTS, THESE WOULD INCLUDE THE NAME OF THE MANOEUVRE OR MOVEMENT, ROUGHLY THE NUMBER OF PERSONNEL INVOLVED, THE PURPOSE OF THE MOVEMENT, THE TIME-FRAME, THE AREA, THE DEPARTURE AND DESTINATION OF THE PARTICIPATING UNITS, THE UNIT DESIGNATION, THE PERIOD OF ABSENCE OF PARTICIPATING UNITS FROM THEIR NORMAL DUTY STATION. A GOOD EXAMPLE OF THE KIND OF INFORMATION WHICH THE LISTS MAY CONTAIN IS TO BE FOUND IN THE PRESS RELEASES OF NATIONAL OR NATO MANOEUVRES SUCH AS EXERCISE STRONG EXPRESS.

IV. DEGREE OF ADVANCE NOTIFICATION

10. IN GENERAL, ADVANCE NOTIFICATION SHOULD BE GIVEN ON THE BASIS OF ANNUAL CALENDARS. HOWEVER, IN SOME CASES IN WHICH UNFORESEEN MILITARY MOVEMENTS HAVE TO TAKE PLACE, SUCH AS THOSE FOR INSTANCE RELATING TO THE IMPLEMENTATION OF MBFR AGREEMENTS, SUPPLEMENTARY NOTIFICATION COULD BE MADE WITH A REASONABLE TIME IN ADVANCE.

V. PROCEDURAL QUESTIONS

11. THE POLITICAL COMMITTEE ALSO DISCUSSED CERTAIN PROCEDURAL ASPECTS RELATED TO THE SUBJECT UNDER CONSIDERATION. IT WAS AGREED THAT THE LISTS WERE NOT FOR USE AT THE MPT. THEY WILL

BE PRESENTED TO THE OTHER SIDE AT THE SECOND STAGE OF THE CSCE; I. E. THE COMMITTEE STAGE. AS TO THE PRACTICAL WAYS OF IMPLEMENTING AN AGREEMENT ON PRIOR NOTIFICATION CONCERNING MILITARY MOVEMENTS AND MANOEUVRES, IT WAS SUGGESTED THAT THE EXCHANGE OF LISTS COULD BE DONE BILATERALLY AND THROUGH DIPLOMATIC CHANNELS.

VI. ILLUSTRATIVE LISTS OF MILITARY MOVEMENTS AND MANOEUVRES

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12. AT ANNEX I AND II THE COMMITTEE WILL FIND LISTS OF MANOEUVRES INDICATED BY TWO DELEGATIONS AS ILLUSTRATIVE EXAMPLES OF THE TYPES OF EXERCISES WHICH COULD BE SUBJECT TO ADVANCE NOTIFICATION. IT IS HOPED THAT ALL DELEGATIONS WILL PROVIDE SIMILAR ILLUSTRATIVE EXAMPLES SO THAT A WHOLE SET OF LISTS WILL BE COMPLETED BEFORE NEGOTIATIONS GET UNDERWAY. IT IS UNDERSTOOD THAT THE NATO MILITARY AUTHORITIES WILL PROVIDE THEIR COMMENTS ON THE SUGGESTED MANOEUVRES BEFORE THE LISTS ARE FINALISED.

ILLUSTRATIVE LISTS OF MILITARY MOVEMENTS AND MANOEUVRES
INITIAL SUGGESTION FROM UNITED STATES DELEGATION

REFORGER (NON- NATO EXERCISE)
CRESTED CAP (NON- NATO EXERCISE)
STRONG EXPRESS (NATO EXERCISE)

ILLUSTRATIVE LISTS OF MILITARY MOVEMENTS AND MANOEUVRES
INITIAL SUGGESTION FROM CANADIAN DELEGATION

RENO ROULETTE (NATO EXERCISE)
REFORGER (NON- NATO EXERCISE)
END TEXT
RUMSFELD

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TAGS: PFOR, PARM
To: STATE
SECDEF INFO HELSINKI
USNMR SHAPE
Type: TE
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